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ABSTRACT

Based on the view that instructional supervision means the improvement of both teachers and instruction, this paper attempts to show how instructional supervision is managed and administered by one principal. Data were gathered through observation and interviews conducted for a related study by the author on teacher rewards. The bulk of the paper consists of quotes from the principal being observed (Mrs. O.) about her beliefs and activities. Accompanying these quotes are analysis and elaboration to explain Mrs. O.'s view of supervision. Quotes chosen are intended to illustrate the expectations, goals, and philosophy Mrs. O. holds about supervision. The author concludes that Mrs. O. offers suggestions about classroom management rather than about the lesson being taught. It is proposed that Mrs. O. conducts instructional supervision in indirect ways, primarily through insisting on staff development conference attendance and on report presentation. The author suggests that most principals do not understand how to evaluate instruction and so resort to evaluating persons. (Author/JM)

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THE MANAGEMENT AND ADMINISTRATION OF INSTRUCTIONAL SUPERVISION

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The Management and Administration of Instructional Supervision

One of the areas in which educational administration has consistently been interested has been the supervision of instruction. The interest has focused in two areas with two accompanying means. One area has focused on improving teachers. This trend has been based on the assumption that since teachers instruct, improving teachers would by logical extension improve instruction. The contrasting trend has been that of improving the instruction itself. The primary means to deal with this has been to improve the curriculum.

Supporting either one of these trends has meant differing types of supervision. If the concentration is on the teacher, principals, by virtue of the structure of the school organization, hold primary responsibility. Principals are normally the ones who evaluate teachers. Accompanying this, is the tradition in schools where principals do not interfere in instructional issues. This, then, obligates principals to evaluate teachers rather than the content which they teach. This tradition also means that if instruction is going to be evaluated it must be done by others besides the principal. This usually means specialists and supervisors from the central office. Therefore, we have a structure of principals evaluating teachers and specialists

and supervisors evaluating the content and the means by which the content is taught in schools.

This paper sets out to show how the management and administration of instructional supervision is carried out by one principal who views the task as that which seeks to improve both the teacher and instruction. In this case, the principal views herself as a manager within the school organization.

Methodology

This report is based on a year-long study of 15 elementary school teachers and 11 administrators consisting of 5 elementary principals and 6 central office officials. The study, "Controlling the Impact of Rewards and Incentives on Teacher Task Performance," was supported by a grant from the National Institute of Education. This investigation was conducted in a Southern California metropolitan school district.

Data were collected by classroom and non-classroom observations. Teachers were interviewed twice and school administrators were interviewed at least once. Relevant documents and written materials were also collected and compiled.

Analysis and the collection of data were carried on simultaneously The first analysis revealed the basic work orientations which teachers brought to their work. The interaction between these orientations and the flow of rewards and incentives to teachers was later examined. It was at this point that the manner in which school administrators perceived their potency in providing rewards and incentives for the improvement of their teachers' performance was identified.

The present report is limited to the presentation of the manner in which

instructional supervision is managed and administered by one of the principals.

Theoretical Framework

Theory Z (Ouchi, 1981) asserts that one of the most important organizational characteristics is the culture established therein. Accompanying this, Ouchi has found that complex organizational officials tend to develop a philosophy which will guide the fundamental decisions the organization will make. This means that the organizational participants are attached and connected to the organization through the philosophy espoused and finally through the cultural milieu established.

This places the management of people as an important component in the function of organizations. Ouchi says people may be managed effectively by three means: 1) trust, 2) subtlety, and 3) intimacy. By trust he means that individuals have the assurance that in the long run, commitment, loyalty, and effort will be rewarded. By subtlety, he means that bureaucratic rules and procedures are not enough to move differing personalities towards a common goal. Subtlety is used to negotiate complex and changing conditions. By intimacy he means the "caring, the support and the disciplined unselfishness which make life possible through close social relations" (Ouchi, 1981:5-8). The assumption is that the supervision of instruction in a school organization is improved to the extent that the foregoing conditions are met.

The supervision of instruction is conducted by two primary means. In one, the teacher is evaluated and attempts are made to improve the person. In the other, instruction is focused upon and support and aid is provided in terms of materials, equipment and advice. In the first, the principal is usually the initiator of action following a negative evaluation, and in the

second the teacher is expected to solicit what is required. This help is subsequently provided from the central office.

Several assumptions underly these practices. One of them is that which respects the professionalization of both teachers and administrators, that is, it complies to the presence of "interacting spheres of influence" (Hanson, 1973; Lortie, 1975; Waller, 1933). The other assumption is that the means to improve instruction is to focus on the person, the teacher, and the content or the means by which instruction is carried out.

To the extent to which both areas are focused upon improves the comprehensiveness with which supervision of instruction is conducted. To the extent that this responsibility is divided among different individuals and areas, the degree of effectiveness may be affected. That is, the teacher may be unable to discern which area is of prime importance or unable to satisfy all areas of concern. The specialists and supervisors may also be unable to agree on what is the most important issue to focus upon. To the extent that the organization has a developed philosophy and is committed to a common school culture, the individuals involved will be able to design an integrated program.

Theoretically, it can be posed that focusing upon "the lesson" captures the development of the culture which is in line with the philosophy expressed. Moreover, it may lead to simplification of the management and administration of instructional supervision. This provides a means by which the evaluation of the teacher as a person is deemphasized in favor of developing a culture in which the teacher is rewarded immediately by the most potent force, student performance. Therefore, the incentive is provided and an arena for "rewardingness" is created.

The Instructional Context

Instruction takes place in classrooms which are places described as crowded, consisting of one or few adults and many students. In all cases, one teacher, is legally and organizationally responsbile for the total conduct of all in the classroom. This means that the teacher's initial problem is that emobdied in a social system. The teacher must construct a culture within that classroom which is conducive to its purpose, engaging in the teaching-learning process. This process takes place by having teachers structure their work into lessons. These lessons take four forms: teacher-led verbal lessons, activities, practice drills and tests.

One function of the lesson is to display evidence that students understand their reason for being there. The second function is to create a culture in which the teaching-learning process takes place. The structure of the lesson provides for these two functions to be fulfilled. The requirements of the lesson are the mastery of content and form. The structure in which this takes place is: the teacher elicits a response from the student, the student responds and the teacher evaluates. This simple sequence serves as the confirmation of a specific culture which is being enacted within the classroom.

Therefore, it can be said that the supervision of instruction involves holding a perception of the classroom culture and the ability to identify the process by which the culture is being developed. Beyond this, the unit which is inspected is the lesson. Knowing that there are four types of lessons: teacher-led verbal, activities, practice drulls and tests, and being able to identify the structural components of a lesson in each type permits instructional supervisors to focus on a specific unit. Supervisors view instruction in its social context, but focus on the lesson as the embodiment of the function of

schooling.

The Structure of Lessons

Lessons consist of demarcation, opening of the lesson, instruction, closing of the lesson and demarcation. The demarcation functions to focus attention of the participants and to synchronize the activity to be engaged in. For example, the bell so common in schools serves to call attention to the participants to move to their respective working places. Another example is movement from a mathematics lesson to a physical education one. The demarcation period assures the end of the mathematics lesson, calls attention to the upcoming lesson in physical education, and synchronizes the activity of all students so that all move to physical education at the same time.

An example of a successful demarcation is the following.

> Mrs. V. stands, "The people who are working at the cutting and pasting, it is almost time to get finished. You should have two or three things now. I want you to clean up and meet me at the rug, please." Mr. V. pulls the map down. "OK, let's stand, please." Everybody stands. "OK, let's rotate, please."

Here we see the teacher standing, announcing the end of the previous activity, and specifying the preparation for the upcoming one. He calls attention, "I want you to clean up and meet me at the rug, please." He synchronizes the activity with, "OK, let's stand, please. OK, let's rotate, please." The success of the demarcation period insures that all of the participants are fulfilling the requirements of the classroom culture. It also signals that the forthcoming lesson is more likely to be successful.

Other considerations are that this is evidence that the teacher knows what is intended and that fulfillment of these intentions through his/her efforts are more likely to be rewarding, therefore, this teacher is expected to be more satisfied than he/he would be if the demarcation were not successful.

The opening of the lesson or the introduction to the lesson acts to direct and/or inform concerning the lesson proper. The primary function of the "opening" section of the lesson is to provide information about what is going to happen during the main course of the lesson.

The directive openings focus on the form by which the lesson will be conducted. Three functions are fulfilled by these openings. First, they define the basis for evaluation; 2) they describe and direct the sequence of activities in the lesson proper; and 3) they orient or anticipate the lesson proper, i.e., the type of lesson is described and the taxonomic content is classified, for example, it is specified whether the students will be dealing with math or spelling.

The following is an example of a directive opening which fulfills all three functions.

1) Orienting and anticipating the lesson proper: "This page is called hypothesizing. We are going through different kinds of things that make you think better. Last week we went through cataloguing."

2) Describing and directing the sequence of activities: "Let's read what it says. I will read out loud and you read it to yourself." He reads it out loud and then goes to the chalkboard. "We will make a list of the girls on one side and the boys on the other. Then we will count the number of days they have been absent."

3) Basis for evaluation: "I can tell that Melissa is listening very carefully. I appreciate that." To another student, "If you do not want to participate, maybe, you do not need a book. Remember, at the beginning I said you could look through the book all you wanted so when we worked in the book we could stay on the same page. I kept my part of the bargain, what about you?"

To the extent that the opening of the lesson is successfully executed, then, the lesson proper can begin. The form by which the lesson will be conducted has been presented and the acceptable behavior for both the teacher and the

student has been specified.

The content and form of the lesson is the next element to examine. The fundamental structure is pervasive regardless of the type of lesson, teacher-led verbal, activity, practice drill or test. The aspects to focus upon are those related to the degree to which the structure is adhered. The other area is to determine to what degree students have mastered both form and content. The three major parts of the lesson proper are teacher elicitation, student response, and teacher evaluation. The following is an example of a lesson that maintains the structure successfully.

Elicitation:	"What are we going to do? Write a Thanksgiving story. Your name goes on the upper top."
Response:	One child says, "Upper right corner." The students write in their papers.
Evaluation:	"Your first and last in your very neatest letters. I want you to have your imaginary margin line on the left side."
Elicitation:	"This is a short story about something that is happening today. What is our title?" Mr. V. writes on the board, "The Day the Sky Went Dark." Mr. V. then walked to table 2 to see how they were doing. "I am going to indent on the first line. I am going to come in about three letters away from the margin."
Response:	A child says, "At least three letters."
Evaluation:	(Inferred).
Elicitation:	Mr. V. writes, A big fire is burning outside. "If you can fit that much on the first line, that is good. If not, go to the next line."
Elicitation by student:	"Why do we have a period there?" a student asks.
Response by teacher:	"That is the end of the sentence."
Evaluation:	(Inferred).
Elicitation:	Mr. V. writes, The smoke is turning the sky dark. "You notice the first line I indent. The next line I come to the margin."
Response:	"Is that it?"
Evaluation:	"That is it. I want to see very neat writing."
Elicitation by student:	One child says, "Then I can make a picture." She likes to illustrate her stories.
Elicitation by teacher:	Mr. V. says, "When you have finished, then, you

may make a picture. I will be very interested to see what you can come up with. You may use your crayons. You can draw the picture in the big space above the title.

Response: The children finish their writing exercise.

Evaluation: It is very quiet in here. The children are really into this exercise. "When you finish your picture, put your pages on my desk and line up at the door. It is time for recess."

The last part of the structure of the lesson is the closing of the lesson. Mehan (1979:46) states that the "completion of a lesson is a mirror image of its opening." Most of our data show directive openings, therefore, we'd expect to find directive closings focused on form rather than on content. This formulation often takes the form of a short soliloquy by the teacher. An example of a lesson closing is the following.

The buzzer rings.

Teacher soliloquy: "Freddy, how are you coming on your J's? I suggest you hurry up and find some. We are going to rotate in about 10 minutes." (Mr. V. had been watching what the other two groups were doing while working with his group and Freddy's inactivity had caught his ey). "Oh, magazine people, try and get your stuff finished up on that." Then clean it up so we will be able to rotate. Johnny, did you finish all of your spelling lesson?"

Response: Johnny nods his head, "Yes." He has gone to the book shelf and is looking at a comic book.

Teacher soliloquy: "When you finish your picture, put your pages on my desk and line up at the door. It is time for recess. If you want me to hang yours up bring them over here. The children leave for recess.

As can be noted from the example presented above, the lessons indicate that there is a preoccupation on teaching rather than on diagnosing the learner or on learning. Since the primary focus of instructional supervision is on the teacher, it is reasonable to focus on the "teaching act."

The unit for analysis is the lesson and teaching is the means by which instruction is evaluated in the first instance.

Managing Instructional Supervision

We will now proceed to determine how principals carry on the management and administration function of the supervision of instruction. A principal's manner will be investigated to show how this function is performed. In this instance the principal has a definite purpose in developing a specific culture within the schools. The philosophy is specified and the culture which is envisioned is described. Mrs. O. explains the school's philosophy in this way.

> ...Obviously, you come up with the same goal. We want kids to learn to read, write, and do arithmetic, to learn to make good decisions and get along well with one another.
>
> There is a goal in the learning labs at R.V. to improve oral language since it has been recognized that many of the kids simply do not know standard English. (Mrs. O. attributes this to language spoken in the households and too much T.V.).
>
> The labs are used to integrate the kids and give them learning experiences to meet the D. & I. requirements. Another basic purpose of the labs is to improve achievement. Consequently, the resource teachers in the labs devote an amount of time to each of these areas to commensurate with the funding.

Mrs. O. presents a list of elements which principals keep in mind as they run their schools.

1) Identify what kind of expectancy there is. Is there a major thrust or is everybody doing their own thing?"
2) What's going on for improvement?
3) How is student discipline handled?
4) How is parent involvement handled?

As can be seen, the concerns focus on the nature of what goes on in schools and establishing relationships with those who contribute to facilitating the conduct of the school's purpose. This point is accentuated when she describes

a principal who fails to fulfill expectations. She says,

> _____doesn't know up fro m down about evaluation cr teria. He's hell on evaluations if you are a teacher--he picks out things like 'why was Johnny leaning back in his chair?' when it doesn't make a bit of difference. ____doesn't know anything about teaching, so he can't tell anybody anything about teaching so the teachers won't respect his evaluation.

Of a different principal she says,

> _____You can't count on _____at all. He used to be a team leader for a cluster of magnet schools and I had a BUI (purchase order) that I needed him to sign. He said, "No problem, I'll have it done right away." Mrs. O said that it wasn't until three days later that she got the thing put through. She also seemed to indicate that this was just one case of many.

The examples cited above illustrate the concern with the traditional content of what transpires in schools. Another consideration is the type of activities which are legitimate for principals to engage in.

> Mrs. O. told another story about when a girl at ____school forgot her brownie uniform, so the principal told her he'd take her home to get it. Toward the end of the day the gilr's teacher finally came to ____and said, "Are you gonna take her or not, my class has been a mess all day because she's been running up to me every 15 minutes asking me." _____finally took her against what Mrs. O. considers better judgement. The girl's parents weren't home and he took her alone home to change her clothes. Mrs. O. thought the legal problems here were serious. She said that when a principal shows he can't get things done that, 'good teachers form doubts because they figure if he can't get it done, then, what is he gonna do for me; then, the bad teachers slip up also.

A third quality to consider is the relationship principals develop with children.

> Mrs. O. said that ____people orientation is better viewed as "here's a piece of candy, we'll talk about it later." Mrs. O. said that he usually carries a packet full of candy to give to kids - that's why they 'love' him.

Other principals' characteristics can serve as mirrors with which

they can compare themselves. Beyond that, they can develop individual ideas of the way they intend their organizations to run. Mrs. O. has rather definite ideas about leading her school to fulfill those expectations congruent to her philosophy and perceived cultural characteristics.

The first task in the management of teachers is to explain the philosophy and goals which are embodied in the school organization. Mrs. O. describes how she attempts to present them. She says,

> I try to avoid having staff meetings. I try to have staff inservices. That's a biggy with me and I think that most of my staff can tell you that I think no matter how good you are, you can be better. It doesn't matter if you're a kid in the head-start program, or the teacher with the most experience. Basically, I think that we all have room for growth.
>
> I frequently go to conferences or take classes or go to meetings so I can get better at what I do. And, I expect others to do the same thing. Some of the teachers tend to be motivated that way anyway, for instance, Mrs. J. came to me and said, "I'd really like to take this music class." The idea is that she does the music for the K's; this is one way to do the integration. So, I said, "Terrific." So, we used state money for her to take the class and to buy the instruments for her to use. A lot of the teachers would never ask to do something like that, but Mrs. J. did. Other times I'll say, "There's going to be a workshop on such and such." If nobody volunteers, I will appoint someone and my policy is that whoever attends has the responsibility to come back and share with the rest of the staff.

The principal goes on to say,

> I think the teachers need to know that I value their ideas. A lot of the things that they are asking for are really pies in the sky stuff. I personally have not been happy with what's happening in our resource rooms. The big change that I forced on the teachers is the following. When I came E___ was working part time as a child development teacher and seemed to spend all of her time away from the building. They would have different kids coming into the lab, but I never saw anything happening. I mean, they were doing puzzles and playing games and listening to records. The kids liked going, but nothing that I saw was being productive learning. They were working only with K-3, doing nothing to help the 4th, 5th, and 6th grade Title I kids. So, I have been putting a lot of pressure on both of the resource teachers to do more of what I think

they ought to be doing. The other teachers will not get into that. They say, "That's not my job; that's not my field, I am not going to bother with it." They do seem to appreciate the fact that there are increased services for them. On the other hand, I really wonder how much of that pressure isn't what is causing this other raucus. As far as E__is concerned, I think we have got enough money so that we can do the things that are my priorities and theirs.

She explains further what her priorities are.

The one we really have been pushing this year has been oral language development, because our kids speak sub-standard English and so I have been really pushing that anytime I come into the classroom. I want to see the teachers instructing in good standard English and I want to see the kids responding in good standard English and I don't want incomplete responses to questions. I don't want you to answer four, I want youranswer, there will be four apples. Even the regular kindergartners can do that now, which I think is tremendous growth. What we are aiming at for next year and what we have started picking up on now is the writing. If you can say it, if you can read it, you can put it in writing. So, that ought to be the real big push for a long time. What I want to get is the expository kind of writing where the kids learn you have a topic sentence. You have, say, three sentences of detail, for example, or further information, and then some kind of conclusion which is a restatement of the topic. We have had a couple of inservices that were really good from people who are other teachers outside our district, that were kind of a recipe thing. If you can't teach a kid any other way, do it this way, if it works. So, we have been really getting into some of that and I think it's pretty well set into place. I think it will hold pretty well.

In the management of instructional supervision, principals must deal extensively with teachers. They must also be able to envision the type of work that teachers engage in. Mrs. O. describes teachers' work in this manner.

Teachers have a lot of individual decision making to do daily. "What am I going to teach today? How am I going to group the kids? What materials am I going to use? What should I do if Charlie acts up today? There are upteen decisions that have to be made. Teachers end up with a lot of stress. So, when something comes up concerning getting teachers to do it, what I do is try to share with them what I value. For instance, everyone knows that I think it's important to have parent conferences. I send home a letter to parents saying, here are some things you as a parent should do to prepare for a

parent conference. The teachers read these first so they know what I'm telling the parents. We talk about it at staff meetings and I talk to certain teachers individually. The conference is subsequently held.

Principals also hold certain perceptions about teachers' attitudes and personal attributes which are brought to teaching. A description of one of Mrs. O's teachers is presented below to illustrate how principals assess teachers on a personal basis.

> She's kind of a nice one to talk about, because she has really gained a lot in enthusiasm and stuff, which has really been great for her. Some of it I attribute to me and some of it I attribute to her. A lot of our teachers have gotten on the union wagon. It's 3:05, that's it, I am going home, like that. And, basically, I think E___ is a professional teacher, but has gotten into the "That's not my job. I am a teacher. I am not paid to do management stuff." This kind of thing. An example is, she's not happy with her aide, but she won't confront the aide. And I said, _____ those things don't happen when I am in the classroom, they don't happen when I am anywhere around. I can't do anything about something that I don't see myself to document. Unless you are willing to either say it or put it in writing yourself, there's nothing I can do. And, she's not willing to do that. And I think maybe, part of it is developing some trust. A lot of the teachers here had no more confidence in me than a hole in the wall. And E__, I think has begun to feel some element of confidence or trust or security or whatever you want to call it as far as my work is concerned and how I will respond to things and how I back her up. An example is that we had a child who was very new to her class whose behavior was just intolerable. The first day of school when dad came to pick him up, E___talked to dad. She did the same thing the second day. She talked to me the third day and said, "I don't know what I'm going to do, I can't handle this kid. I can't get him to behave." So I grabbed father that afternoon, which happened to be on Friday. We were there until 4:30, almost 5. Father had given me permission to paddle the kid. I couldn't paddle him. Here's this little 6 year old kid, but absolutely hysterical and we couldn't paddle him, so I got father in the office and we finally wound up with father paddling the kid. It took a lot out of father, E___and I. We did a real super job together in working with this kid.

The example cited above illustrates how trust interacts with the management of teachers. As a relationship is developed intimacy becomes part of it.

Finally, the principal can apply subtlety in helping teachers improve their work.

A more obvious way to manage teachers is through incentives and rewards. Mrs. O. explains how she views her role in this capacity. The principal describes how teachers are rewarded for their work.

> Anything that teachers get as an incentive is really something that is done basically on an individual basis, either by the principal, or by other staff members. I can use staff development, conference attendance and what not as an incentive. If you are willing to work on such and such...and that's how we came up with this whole future's thing. S__went to a conference and I require anyone who attends a conference to do some kind of a report either personally with me or in writing or to the staff. Because if you spend $200.00 to go to a conference, I want to know what you learned for that $200.00 So, out of that idea, S__wrote it up and gave it to Dr. R. and so now it is going to be a whole magnet program at another school, which I think it's a fantastic pay back on a fairly minimal outlay.. And, it just came about because S__said she wanted to go to this conference and could we do it through staff development. S____wanted to have something where she invited her parents to come into the classroom and see what the kids did. This is the kind of day that your kids will be having in my classroom. So, I said OK. Instead, of doing it after school on your own time, or by trying to get people to come in at night I will use categorical moneys and hire a substitute to take your kids and put them in the library and you have the parents come after lunch to the classroom and show them there during the regular school day. So, it was something that she wanted to do, but I helped make it easier for her. I did the same kind of thing with _____ on the proficiencies. She tried to get the parents to come in during the school day as a group to see what is going on. Different teachers have taken me up on similar things. I would come and take their class for an hour or a period, so that they would have time to whatever. _____had me do that so she could get some of the stuff together for the multicultural notebook responsibility that she has. I wanted ____and ____ to attend an inservice thing and they said they just couldn't see the sense of hiring a substitute when their kids went home at 1:00. This was early in the year. So, I said, "I will take your kids from the time that lunch ends, which is 12:40 until I get them on the bus, which is supposed to be at 1:00." Of course, with my lunch every day that I had them, the bus came at 1:30 or 2:00 or whatever. But that way they didn't have to make up plans for a substitute.

> They didn't have to worry; they knew that I would handle the kids and what not. So, they were comfortable going to the inservice for my 45 minutes or one hour of time. Basically, not a big amount of time.

Fundamentally, then, Mrs. O. feels that the most influential means by which she manages teachers is through staff development. She says,

> I am sure that [staff development] has had an influence and that's why I set it up for next year. I really want to get in to doing so that people can learn how to control that which they can control. And, I think it will be good for all of us and, of course, I am going to lead the path.

The principal goes on to explain why inservice is so important to her in seeing that teachers perform their tasks well. She says the following.

> Inservice is one of my soap boxes and I inservice my aides. I inservice my staff and probably part of the reason that my staff here is not real wild about some of the things I do is because I have some kind of staff inservice almost every week and I require attendance. I also require accountability for whatever it is that was learned. For example, the session with the paragraph writing, I want to be able to come in your classroom and see that you are doing it and if you are not doing it now, tell me when you are going to do it and I will come back then, and since you are going to be doing it every-day, then, anyday that I am here, you should be able to tell me when you are going to do it. And not everybody responds well to that. I think part of my job as a principal is to raise some level of anxiety for some of the teachers.

Mrs. O. has definite ideas about leading her school to fulfill those expectations congruent to her philosophy and perceived characteristics. She explains

> Well, you know there's a lot being done about being a leader. Are you an authoritarian or a dictator or whatever? And, probably the phrase I like best is situational leadership which means it depends. And, I think in a lot of cases there are some things that, because I am the principal and I mean I can be a yo-yo, but because I am the principal, I can say to whoever works here, "I want it done." And, I have a tendency to follow through on the things. So, if I tell an employee that I want you to do such and such, then, you know me, well enough to know that if you don't do it, I will be checking back to find out what's happened. I think probably

that I use that as a last resort, the authoritarian approach. I don't think that most people respond well to that. I mean it's terrific if you've got a bomb threat, then, it's OK, folks, I'm not asking for your opinions, this is it, baby."

Ouchi (1981) states that the management of personnel is best conducted through subtlety and intimacy. In the example cited above we can see that Mrs. O. is clear about handling those conditions which call for arbitrary decisions. We don't know about other times. One means of providing subtle aid to teachers is through others. Sometimes, Mrs. O. leaves it up to an enterprising teacher to show other teachers what is available and how to use materials and equipment. Our field notes record one such incident.

A teacher was showing Mrs. O. a set of learning materials provided by the American Cancer Society. Her arms were full and Mrs. O. helped her unload the boxes. When the teacher explained what was in the boxes, Mrs. O. said, "This is really great. I am excited to have these materials." The teacher said, "I'm too. The packages are complete, they even include lesson plans." Mrs. O. said, "I'm anxious for you to share these with the others. I have cancelled Monday's staff meeting so if you would talk to the others when you have time." The teacher interrupted, "Yeah, I'll just show them that it's here."

The principal followed the incident cited above with a note to the teacher who provided help. Our data record the following.

Mrs. O. wrote an IOC to thank the teacher for bringing in the Cancer Association teaching materials and for her willingness to share with the other teachers.

Sometimes the principal solicits ideas from the teachers. Our data show the following.

Mrs. O. has handed out sheets to the teachers asking them to rank their priorities on the categorical fund's budget. The choices listed are: a) resource teacher, b) ½ resource teacher, (the other half paid by the academic kindergarten), c) one aide per classroom, d) one aide per resource person, e) community aide, f) health aide, g) office clerk, h) supplies, i) staff development, j) parent education, and participation, h) multicultural, l) other, please identify. At the bottom of the

sheet it's spaced to give ideas concerning, 'ways we can maintain or integrate the children who live in the R____ neighborhood with those in the vanguard class.'

A means by which intimacy with teachers can be developed is by visiting with them in the staff room.

In the staff room Mrs. O. talked to M__and thanked her again for the cancer materials. She said that it would be possible to get candy for her Xmas calendar by calling it a D. & I. project.

Mrs. O. seemed very friendly with the staff. The interchanges are generally involving minor things. Mrs. O. spoke at least once to all but two of the teachers. This was because a couple of teachers were very engrossed in conversation. There were about seven people other than Mrs. O. in the room.

Instructional Supervision: Visiting Classrooms

How does the principal supervise instruction on a daily basis? Our data show the following.

Mrs. O. indicated it was time for her to go and visit the classes. So, we left her office and started toward the classrooms. "I'm not here a lot so I like to go through the classes so the kids get to see me. It also lowers teachers' anxiety when you go in to do teachers' evaluation."

Mrs. O. put her finger to her lips and walked around to the kids. The teacher seemed compelled to scold one girl for talking too much. "I know we can be better behaved than this." Mrs. O. hugged one little boy and then walked to the other side of the room. We left after about a minute or two.

We just went walking through the headstart rooms. All of the kids seemed to be occupied. There was no interaction between the teachers other than a wave or smile. This pattern was followed in other classes.

The kids were sitting quietly. Mrs. O. walked by and patted a couple of them on the back. She whispered, "Good morning." to the teacher. The teacher didn't look up at all and gave a droning, "Morning."

On the way to the next room, Mrs. O. picked up bits of trash and threw it away. When we got to the class, a health aide was weighing and measuring a girl and Mrs. O. got up on the scales after her.

Mrs. O. went through and mingled with the kids. She walked around and said, "Hi," to most of the kids.

Kids are walking around. Some are doing art work. They see Mrs. O. and in turn say, "Hi, Mrs. O."

The academic K kids were singing. Mrs. O. sat on the table behind them and watched. At the end of the song the teacher raised her eyebrows and said softly, "Do you want to see me?" Mrs. O. shook her head and said, "No, just checking." Mrs. O. left a note for this teacher saying how she liked the lesson going on.

Mrs. O. pats the teacher on the back and smiles. The teacher says there's a problem with the heating in the library room. Mrs. O. says that she's already called twice to have it taken care of. "Well, it looks like I'm going to have to set a fire under Mr. K." The resource teacher added that one teacher is out sick due to the lack of heat.

None of the classroom visits were very long. They were as long as necessary to establish things were OK or not OK.

Instructional Supervision: Teacher Evaluation

The principal conducts instructional supervision by engaging in a few discrete behaviors. She explains to teachers what the philosophy and goals of the institution are. She maintains a friendly relationship with them by visiting them in the staff room. Most importantly, she provides staff development experiences for them in order to improve their teaching and to serve as incentives. She tries to lessen the tension involved in evaluation by systematically visiting classrooms. But visiting the classrooms served another function. That was to establish that the school culture was being maintained.

The most obvious and overt method of instructional supervision is teacher evaluation. Mrs. O. explains how the central office supports this activity.

Mrs. O. shared with me some sample notes from a Madeline Hunter

practice evaluation of teachers. She said that if this format was adopted, it would formalize and standardize teacher evaluations. The purpose of the evaluations is to stimilate teacher's repertoire of effective teaching methods and to point out that the principal has responsibility to provide examples when the teacher doesn't know.

The principal occasionally sends notes to teachers to serve as both evaluation means and rewards. She says the following.

> The reason I write a lot of notes to people is that often I can't get to them right away and this makes the most sense as far as teachers' time and my time is concerned because I can't go into the class everytime I need to talk to a teacher about something.

When Mrs. O. speaks about the process of evaluation she describes it in the following manner.

> That's probably the thing I hate the most. I don't mind giving suggestions, ideas, helpful criticism and what not, but I don't like being judge and jury and evaluator which is what it boils down to. And, as a principal you are responsible for evaluating everybody on the staff, the secretary, the clerk, the aide, and what not. Now, what we have done so far as the Madeline Hunter training is basically the clinical assessment. What Madeline has done is take a lot of good psychology theory, apply it successfully, tied it in with learning theory and come up with strategies that work in the classroom. If you want to teach a kid how to add two digit numbers, you should have certain elements in the lesson for him to learn how and these are broad categories. One is called anticipatory set, which we used to call motivation, or getting the kid into it, then, you teach the kid. "What are we going to do today is...remember yesterday we learned how to add numbers where we had two digits on the top and one digit on the bottom? Today we are going to go on to something a little more difficult where we have two digits on the top and two digits on the bottom. That's what our purpose is." And then you go through seven different steps and you don't always have to have all seven steps. As a teacher you should be able to judge which one you need and when it's appropriate to have all of them or today is just a review, so we can just have independent practice. As a principal, I should then be able to go into the classroom and see if the teacher is teaching a lesson, whether she's using those elements of lesson design or not. I should be able to see whether she's using motivation theory or not. Even little distinctions like we have been trying to impress, "___ You did a good job of writing the paragraph so that

I can read it easily." not, "That's a good paragraph. Now if you say, "That's a good paragraph, not that the penmanship is good, but the content, the organization, that kind of stuff. The point is that when you tell a child something, it's in specific terms. Don't say, "Good boy." Instead say, "Charlie, you did a good job of coming in the room and taking your seat quietly." The kid, then, knows what it is that he did that was good. He doesn't feel like I am not good as a person, because I didn't do something right. It's not that I don't like you, but the way you are behaving is something we can't tolerate, and so that's got to change and I hope it changes right now.

As can be seen, from the above, the principal is concerned with getting the lesson started and with evaluation. As was stated previously, the structure of the lesson includes teacher elicitation, student response and evaluation. Mrs. O's description of what she looks for seems to dwell on evaluation rather than on the elicitation/response sequence. This is critical because the burden of the lesson is placed on the learner rather than on the teacher. This is inconsistent with <u>teacher</u> evaluation.

A more detailed look at lesson observation is presented below.

We haven't really developed a standard format for doing it. I worked with Mr. B. and came up with different elements that I want to include in all of my evaluations. And, basically what I do is some kind of classroom observation and I take notes the whole time. I look like you do with the yellow pad going around. First thing I do is an observation and I write down all kinds of things. What the teacher said, what the kid said, what kinds of materials were distributed or not, etc. and then I put down any kind of comment that I have. It would be helpful to have a paper monitor who knew how to pass out things without having to make a big deal of it everytime. Suggestions for improving it. I was going to say, that really wasn't a good example. Comment, there was a problem in the way that the papers were handled. Suggestions: Teach the kids that when they are in a group like that, if you appoint so and so to be a paper monitor, this is the way that the paper monitor distributes the paper, or the textbook, or the pencils, or whatever it is. And, then, a conference summary, and I give the teacher my rough notes of the observation, the comments and suggestions as soon as I can. I say, "I want you to read over what I wrote down, if you have any questions or suggestions, let me know and we set a time to have a formal conference. While we have the conference I make notes all during the conference and

> we discuss the observations, suggestions and comments. Then, I write up the whole thing and then once that's done, I get back to the teacher, the teacher signs it, I sign it and we send it to personnel. When I do the end of the year evaluation for what they call the S accountability thing, I basically fill out the forms by going through and saying, see IOC dated, such and such and so and so. Because my idea is that the evaluation is an ongoing process and if the teacher has been doing his or her duties, then, I will have done something in the form of a memo indicating that the teacher has been doing the adjunctive duties somewhere along the line, maybe this year, maybe last year, maybe both. The board is very anxious to make sure that as principals, we do our evaluation on our teachers. For new teachers it is every year for the first three, for continuing or permanent teachers it's every other year. And the way I see it, the evaluation process is really a burden on the principal, rather than on the teacher.

The above illustration indicates that the suggestions Mrs. O. offers in the improvement of lessons are related to form and not to content of the lesson. This is consistent with the intent to develop a culture. It also indicates that instructional supervision is primarily a task directed at how participants behave in the school organization and secondarily to the mastery of academic content.

One way to determine how pervasively school administrators' focus is on the form rather than the content is to see how students' achievement is described. Mrs. O. describes how the students are doing, for example, on the proficiencies in the following way.

> Rotten, really rotten. But one of the things is that we have been very successful in sending kids to other schools for D. & I. and most of the kids that we have not convinced, either the kids or the parents, to transfer out, are the ones that we can't get to go on to the testing for special education, they are the ones that we have been having a heck of a time getting the parents to come in for a conference, they are the ones that sometimes mother is not at home, sometimes she's in Vegas, and all that kind of stuff. So, what we really have left is a whole bunch of screwy kids. And the kids who have not been able to make it in anyway, and all the kids we thought would benefit, and be able to go on to better things, and we have been able to

convince the parents, are the ones where the parents really cared about the kid and wanted something better for him. And, with a couple of exceptions, what you have got left are the drags of the school. When all you have got are the bottom third, your scores are not going to be really good. Now, next year our proficiency scores and our CTBS will be fantastic, because we are going to have a fifth grade vanguard class.

[Vanguards] are MGM. It's basically MGM. Acually, they have some other qualifications. GATE, which is gifted and talented education is a broader scope now than what the old MGM was. MGM was just 133 or better on the IQ test. Vanguard is for either high achieving or gifted. And GATE, then, of course goes into something about leadership and other talents and what not. And Vanguard is basically if you are two years above grade level on your CTBS scores or if your IQ is 133 or better. Basically, your vanguard classes are Anglo. If mother and father both work, the most common profession for the women would be teachers. Most of the fathers are doctors, lawyers, accountants, general manager for Sears, that kind of stuff. The same kind of group we have for our academic kindergarten. Because they tend to be the ones who are a little brighter, themselves and have done better financially, and so their social economic status is higher, and it's just kind of the normal little wheel. If you grew up in a poor family where you speak sub-standard English and you have had no benefits as far as culture and what not, it's tough to catch up. Most of your vanguard kids tend to be from a higher social economic level.

The achievement at _____is pretty much right-on-the money with respect to our expectancy band, but it's really hard to tell because as small as we are, if you take 233 kids and discount 50 as being academic K and discount 30 more as regular K, you've already wiped out 1/3 of the population. So, if you look at the CAP scores, there isn't a large enough data base to give you anything of a significance. So, like with our 6th grade scores from last year, they were based on eighteen 6th graders, what can you tell from that. We are within our expectancy band but we have a broader range.

The above description shows how Mrs. O. sees the students in her school. Being responsible for a few students who do well and many who do not forces her to concentrate on a few areas which she views as major thrusts for her school. Two examples are oral language and written skill development.

Conclusions

This report has shown how one principal goes about conducting instructional supervision. It has been reported how Mrs. O. holds certain expectations, goals and a philosophy about educating children in her school. She explains these goals to her teachers primarily by providing inservice or staff development experiences. Other means by which she attempts to inform teachers regarding her expectations are by spending time with the teachers in the staff room, by encouraging them with their present efforts and by visiting their classrooms on a regular basis. The formal way by which she enforces hers and the school district's expectations is through evaluation.

Mrs. O. describes the evaluation process as consisting of observations and consultations. She observes the classroom as the teacher conducts her work. Mrs. O. provides a report concerning those things which she has observed. In the data presented in this report, Mrs. O's suggestions for help were those concerning how teachers could manage their classroom better, rather than suggestions regarding instruction. This does not mean that Mrs. O. is not cognizant of the necessity to evaluate lessons. She explains some of the structure as presented by Madeline Hunter as consisting of the anticipatory set and then a number of steps which are necessary in the conduct of the lesson. These elements, however, are not addressed when Mrs. O. visited the classrooms when she was describing the teacher evaluation process.

It is proposed that this principal is conducting instructional supervision in indirect ways. The most direct manner is through the insistance of staff development conference attendance and the requirement of report presentation. In interview data Mrs. O. claims that follow-up on staff development

conference application is conducted. Our observational data does not indicate how or when this is done. If in fact, the principal as the manager of instructional supervision is unable to penetrate the instructional area with teachers, it can be hypothesized that principals supervise teachers, but not necessarily instruction. The reason this is so is that teachers are formally evaluated, are provided with means with which they can improve instruction, but the principal is unable to touch instruction.

This finding is consistent with much of the research regarding professionalization of teachers, with organizational theory describing "zones of influence" or "spheres of influence." Administrators, in this case principals, can and do deal with matters of resources, safety, parental concerns and personnel procedures. They cannot and do not deal with matters of instruction, most particularly at the immediate level of the lesson. This study indicates one reason might be because principals, even though former teachers, do not know the precise nature of lessons. Therefore, they cannot evaluate what teachers do, and so resort to evaluating persons. In the present case, the principal senses the discontinuity between the two and actually says she hates to evaluate teachers. Moreover, she views the chore as being more of a burden on the principal, rather than on the teacher. We would conclude that focusing on non-instructional matters when evaluating teachers is illigitimate. The unit upon which instruction can be the critical element is the lesson. Evaluating the quality of the teacher's work by concentrating on the lesson transforms the relationship between the teacher and the principal. They are no longer in combat with each other, but are both tackling a task which serves to fulfill the goals, expectations and philosophy of the school organization. The personal relationship between

the principal and teacher stands a greater likelihood that it will contain trust, subtlety and intimacy, rather than distrust and adversity. For the teacher, the provision of incentives and rewards becomes predictable. The principal provides the goals, expectations and philosophy. Through the conduct of successful lessons, students' performance improves and teachers' most powerful reward is forthcoming. Instructional supervision seeks to actualize these last two components in school life.

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